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United States Department of State

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Washington, D.C. 20520

SRB

September 15, 1994

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MEMORANDUM

TO: AF - Mr. Moose ✓

THROUGH: AF - Ms. Brown RB

FROM: AF/EPS - David Pierce 1st for
AF/C - Arlene Render

SUBJECT: Friends of Rwanda/Burundi Groups

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AF/EPS
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GMISSUE FOR DECISION

To determine how best to proceed with a proposal for creation of one or more multilateral "Friends" groups to address the crises in Rwanda and Burundi.

ESSENTIAL FACTORSEconomic "Friends"

Burundi. The World Bank has called a meeting of a formal Friends of Burundi Group for Wednesday, September 28, in Paris. Invitees cover a wide array of donors, including the U.S., EU, Belgians, French, Germans, Italians, Australians, Canadians, Japanese, UNDP and possibly others. Burundian government officials will also attend. The Friends of Burundi meeting will be much like a formal Consultative Group of donors. The agenda will cover macroeconomic issues, aid pipeline questions, and the GRB budget. USAID is preparing papers for this meeting.

Rwanda. The World Bank plans to add an informal Friends of Rwanda meeting in Paris, currently scheduled for September 27. Rwandan government officials will not be invited. Proposed participants include the U.S., EU, France, Belgium, Germany, Japan, possibly Canada, and the UNDP. The meeting is so informal that the World Bank director for the Bank's South-Central and Indian Ocean Department in the Africa Regional Office will invite donors by phone only. The purpose of this meeting is to assess economic conditions and assistance necessary to jumpstart Rwanda's economy. In addition, the Bank may pass the hat to pay Rwanda's arrears, currently totalling about \$4 million. USAID also is preparing papers for this meeting and will hold an interagency discussion on both Friends meetings on September 22.

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Political "Friends"

Burundi. As part of our response to Boutros Ghali's proposals for stepped-up efforts at preventative diplomacy, we instructed USUN to suggest several measures, including the creation of an informal "Friends of Burundi" group of PermReps from appropriate countries to consider possible new initiatives. The proposal (which preceded the idea for a "Friends of Rwanda") has not moved beyond the suggestion stage, and IO and AF have drafted a cable (attached) to move the process along. In addition, western missions in Bujumbura meet regularly to share information and discuss and coordinate possible initiatives (such as the recent joint statement welcoming last weekend's powersharing agreement).

Rwanda. Western missions in Kigali worked closely together prior to the crisis in a concerted effort to press for implementation of Arusha. Given the current reduced diplomatic presence, broad and coordinated consultations in Kigali are not practical at this time. We have been handling consultations on key issues, such as security in the refugee camps, through instructions to capitals, calling in Ambassadors, and taking advantage of multilateral meetings such as the recent OAU/UNHCR refugee conference in Addis.

DISCUSSION

Economic side: The "economic" friends process for both countries is in train. We do not believe that political issues should be added since the agenda would be too unwieldy and the political issues would be outside the area of responsibility of the World Bank and other non-political representatives at the meetings. Scheduled World Bank meetings on Rwanda and Burundi will allow for needed donor coordination in assessing and helping meet the needs of both countries on the economic front. It will also allow the U.S. and other donors to have coordinated input into the IFI's plans for these two countries. We recommend that the U.S. participate in these meetings at a high level, both from AID and State. In addition, we recommend that we send a demarche to countries that will be invited to the Friends of Rwanda meeting, encouraging them to attend. USAID and Treasury concur. EPS has prepared a draft demarche cable, which is attached for your review.

Political side: We recommend proceeding with the proposal for a very broad (donors and regional players) informal group in New York to brainstorm on Burundi. On Rwanda, where we face complex and seemingly intractable political and security issues such as disarming the ex-FAR, we recommend a smaller group (U.S., France, Belgium, Germany, the UK, and perhaps Japan, given its planned deployment), which would meet on a periodic

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basis and could discuss Burundi issues as well, in greater depth than the New York group. To avoid scheduling difficulties, we suggest holding these meetings in connection with our periodic troika meetings on Zaire (but not increasing the trilateral group membership). This would also make sense substantively, given the many Rwanda issues involving Zaire. We could continue to hold the meetings in the three troika capitals with you and your French and Belgian counterparts and, for the separate Rwanda session, could invite appropriate Embassy officials for the other two or three less closely involved countries. For any fast breaking issues, we would use the current system of calling in Ambassadors or sending instructions to capitals.

RECOMMENDATIONS

1. That we proceed on a dual track, with an IFI's donor-focused "Friends" group for economic issues and a separate "Friends" group for political issues.

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2. That the U.S. participate at a high-level in the economic "Friends" meetings, with both AID and State representation.

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3. That we send the attached demarche (Tab 1) encouraging other donors to attend the Paris economic "Friends" meeting.

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4. That we send the attached demarche (Tab 2) encouraging creation of a broad, informal political "Friends" group in New York for Burundi.

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5. That a separate, smaller political "Friends" group be established for Rwanda, if possible to be "piggybacked" on the Zaire troika.

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Attachments :

Tab 1 - Demarche to Donors for Economic "Friends" Meeting

Tab 2 - Demarche to PermReps for Political "Friends" of Burundi

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SEC 5008 9/14/94

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